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FINAL DRAFT REPORT

MONITORING PROGRAM PERFORMANCE: USAID/GHANA

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ACRONYMS

API	Assessment of Program Impact
CDIE	Center for Development Information and Evaluation
CPR	Contraceptive Prevalence Rate
CPSP	Country Program Strategy Plan
CS	Consumer Survey
CRT	Criterion Reference Testing
CYP	Couple Years of Protection
DRC	Domestic Resource Cost
DHS	Demographic and Health Survey
FHA	Bureau for Food and Humanitarian Assistance
FP	Family Planning
GEPC	Ghana Export Promotion Council
GDP	Gross Domestic Product
GES	Ghana Education Service
GOG	Government of Ghana
GRMA	Ghana Registered Midwives Association
GSMP	Ghana Social Marketing Program
HPN	Health, Population & Nutrition Office
HRD	Human Resource Development Office
HRDA	Human Resource Development Assistance
IMR	Infant Mortality Rate
LAI	Labat-Anderson, Inc.
MOH	Ministry of Health
MSI	Management Systems International
NGO	Non-governmental Organization
NTE	Non-Traditional Exports
PPAG	Planned Parenthood Association of Ghana
PRISM	Program Performance Indicators for Strategic Management
SO	Strategic Objective
TAPSO	Trade, Agriculture, Private Sector Office
TFR	Total Fertility Rate
TIMU	Trade and Investment Management Unit
TIP	Trade and Investment Program
UNDP	United Nations Development Program
WID	Women in Development

EXECUTIVE SUMMARY

At the request of USAID/Ghana, the Africa Bureau and the Center for Development Information and Evaluation provided technical assistance in reviewing the Mission's Program Performance Monitoring and Evaluation Plan. The technical assistance team included Harriett Destler, POL/CDIE; Paul Tuebner, AFR/CCWA; Alan Lessik, Management Systems International; and Keith Brown, Labat Anderson, Inc. and was in Ghana from March 1 through March 19.

USAID/Ghana asked the team to assist with the following monitoring and evaluation activities:

- review and updating of the performance monitoring plan
- examination of the relationship between project monitoring systems and program performance reporting, and
- design of mission-level monitoring and evaluation systems.

Since the June 1992 approval of the CPSP, USAID/Ghana has moved ahead with the design and implementation of new and expanded programs and has examined and reported on program impact. The Mission has decided that now is an appropriate time to step back and review its program performance plan, to determine if current monitoring and reporting systems fully capture program effort and impact and to respond to issues and recommendations raised in Africa Bureau reviews of the Ghana Assessment of Program Impact (API). In its review of the performance monitoring plan, the team worked with three sector working groups, each of which focused on a mission strategic objective. Paul Tuebner and Alan Lessik worked with the Trade, Agriculture and Private Sector Group; Harriett Destler and Keith Brown worked with the Health, Population, and Nutrition Group; Alan Lessik and Harriett Destler worked with the Education and Human Resource Development Group.

Chapter I presents the Mission's revised performance monitoring plan. The Mission's basic strategy remains unchanged and is fully consistent with the approved CPSP. A new subgoal, increase non-traditional export sector income and employment, has been added to capture the people level impact of the Mission's program in non-traditional export promotion. The related strategic objective, increase non-traditional exports, has been rearticulated to reflect more accurately Mission purpose and strategy. The targets for this objective have not been changed but the indicators have been refined. Strategic objective 2, reduce fertility, remains the same but an additional target, more appropriate method mix, has been added as well two subtargets relating to family planning supply and knowledge. Strategic objective 3 also remains unchanged but the targets have been refined to reflect program achievements. Chapter I provides a full explanation of these changes, as well as a data management plan for each objective.

The team also worked with project managers and other technical specialists to review project monitoring and evaluation plans. In addition to assessing the relevance of project monitoring

plans for program performance reporting, the team looked at evaluation issues for selected projects and in some cases, special activities which fell outside the central mission strategy and/or had other A.I.D. special reporting requirements. These issues and other monitoring and evaluation concerns, such as a suggested approach to reporting on the two targets of opportunity, increased HIV/AIDS awareness and the promotion of natural resource conservation, are included in Chapter Two.

Keith Brown held initial discussions with the Monitoring and Evaluation Specialist regarding the design and implementation of mission-wide monitoring and evaluation systems. Adequate time was not available during the visit to review all issues pertinent to program level monitoring and evaluation. Questions concerning purpose, function and office roles and responsibilities were discussed, but further review is necessary. It is strongly recommended that additional technical assistance for mission-level monitoring and evaluation be provided.

CHAPTER I - MISSION PERFORMANCE MONITORING PLAN

A. Program Goals and Sub-Goals:

1. Overview

Figure 1 outlines the full mission strategy. The Mission's set goal is to promote sustainable, market oriented economic growth. Two sub-goals, increase non-traditional export income and employment and improve the quality of the human resource base, contribute to this objective. Although achievement of the goal and sub-goals are outside the Mission's manageable interest, the Mission has decided to track these and has identified indicators against which to measure progress. These indicators and the baseline and expected results are shown in Tables 1, 2 and 3. The Mission plans to report on these in its annual API.

2. Indicators and Data Sources

Performance at the goal level will be measured by tracking annual GDP per capita growth, private sector investment levels and life expectancy (life expectancy is included here as a broad measure of economic and social well-being; sustainable economic growth is highly correlated with increased life expectancy). Sub-goal level performance will be tracked by following trends in employment and per capita income levels in the non-traditional export sector and by monitoring trends in the adult literacy and population growth rates. The relevant data will be acquired from various sources: employment and income data for the NTE sector will come from the Ghana Export Promotion Council (GEPC), the Trade and Investment Unit (TIMU), and from a special study commissioned by USAID/Ghana; life expectancy and population growth rate data will be drawn from UNDP's annual *Human Development Report*.

FIGURE 1

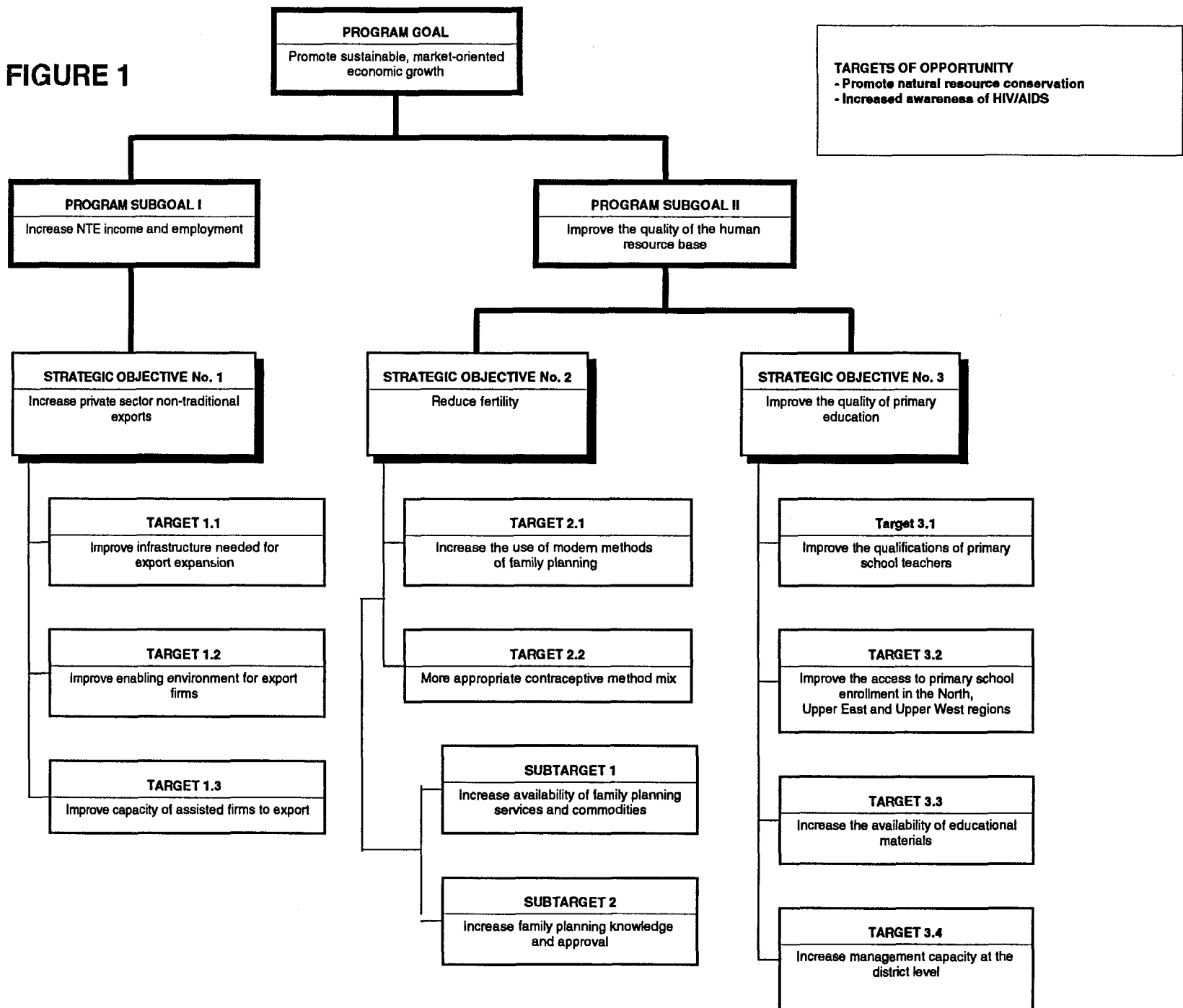


Table 1: PROGRAM GOAL, SUB-GOALS & INDICATORS

Program Goal: **Promote sustainable, market oriented economic growth.**

Performance Indicators

Annual % change in real per capita gross domestic product (GDP)

Private sector investment as a percent of GDP

Life expectancy

Sub-Goal 1: Increase income and employment in the non-traditional export sector.

of new jobs created in the non-traditional export sector

Annual % change in per capita income for workers in the non-traditional export sector

Sub-Goal 2: Improve the quality of the human resource base

Adult literacy rate

Population growth rate

Table 2. PERFORMANCE MONITORING PLAN FOR GOAL AND SUBGOALS.

PERFORMANCE INDICATOR	DEFINITION OF INDICATOR AND UNIT OF MEASUREMENT	DATA SOURCE	METHOD/APPROACH	FREQUENCY OF DATA COLLECTION	DATA CURRENTLY COLLECTED?	RESPONSIBLE OFFICE
Goal: Promote sustainable, market-oriented economic growth						
Indicators:						
Annual percentage change in GDP per capita	Unit: % Definition: annual percent change in GDP per capita; GDP as defined by the World Bank in the annual World Development Report	GOG, USAID		Annual	Yes	Program Office
Private sector investment as a percent of GDP	Unit: % Definition: value of private sector investment as a percent of total GDP	GOG, World Bank		Annual	Yes	Program Office
Life Expectancy	Unit: # of years Definition: the number of years a newborn infant would live if prevailing patterns of mortality at the time of its birth were to stay the same throughout its life	UNDP, <u>Human Development Report</u> (Table 2).		Annual	Yes	Program Office

PERFORMANCE INDICATOR	DEFINITION OF INDICATOR AND UNIT OF MEASUREMENT	DATA SOURCE	METHOD/APPROACH	FREQUENCY OF DATA COLLECTION	DATA CURRENTLY COLLECTED?	RESPONSIBLE OFFICE
Subgoal 1: Increase income and employment in the non-traditional export sector						
# of new jobs created in the non-traditional export sector	Unit: # of jobs held by women Unit: # of jobs held by men Definition: New jobs entail full-time equivalents (FTE). Four sectors to be examined in special study: horticultural products; wood products; apparel/textiles; handicrafts	Special Study	Full-time equivalents (FTE) will be calculated in the Special Study by looking at the total wage bill and salaries for full-time workers, part-time workers and casual workers. Income per worker will be defined as income divided by the number of full-time equivalent workers	Every three years	No	Program Office, TAPSO
Annual percentage change of per capita income for workers (FTE) in the non-traditional export sector	Unit: Cedi Definition: annual percentage change of nominal per capita income for workers (FTE) in the non-traditional export sector	Special Study	Every three years		No	Program Office, TAPSO
Subgoal 2: Improve the quality of the human resource base						
Adult literacy rate	Unit: % Definition: % of persons age 15 and over who are literate - consistent with the definition contained in the <u>Human Development Report</u>	UNDP, <u>Human Development Report</u> , (Table 2)		Annual	Yes	Program Office

PERFORMANCE INDICATOR	DEFINITION OF INDICATOR AND UNIT OF MEASUREMENT	DATA SOURCE	METHOD/APPROACH	FREQUENCY OF DATA COLLECTION	DATA CURRENTLY COLLECTED?	RESPONSIBLE OFFICE
Population growth rate	Unit: % Definition: the annual growth rate of the population calculated from mid-year	UNDP, <u>Human Development Report</u> , (Table 22)		Annual	Yes	Program Office

Table 3. GOAL AND SUBGOALS: BASELINE, EXPECTED RESULTS AND ACTUAL RESULTS.

PERFORMANCE INDICATORS	UNIT OF MEASUREMENT	BASELINE DATA		EXPECTED AND ACTUAL RESULTS									
				1991	1992	1993		1994		1995		1996	
		YEAR	VALUE	Actual	Actual	Expd	Actual	Expd	Actual	Expd	Actual	Expd	Actual
Goal: Promote sustainable, market-oriented economic growth.													
Indicators:													
Annual percentage change in GDP per capita (nominal)	%	1992	1.6%									2.4%	
Private sector investment as a percent of GDP	%	1992	9.3%										
Life expectancy	# of years	1990	55										
Subgoal 1: Increase income and employment in the non-traditional export sector.													
# of new jobs created in the non-traditional export sector.	#	1992											
Annual percentage change in per capita income for workers (FTE) in the non-traditional export sector	%	1992				2.4%							
Subgoal 2: Improve the quality of the human resource base.													
Adult literacy rate	%	1990	60%										
Population growth rate	%	1990	3.2%										

B. Strategic Objective 1: Increase private sector non-traditional exports.

1. Indicators and Targets

The indicators and targets for Strategic Objective 1 are shown in Figure 2. The Mission's strategy for increasing private sector non-traditional exports is three-pronged: improve infrastructure, improve the enabling environment (this includes the policy environment, legal and regulatory framework, etc.) and improve the capacity of firms assisted through AID-sponsored interventions to export. To reduce marketing costs and consequently make exports more competitive, feeder roads in export producing zones have been targeted for rehabilitation and continued maintenance. Improvements in the enabling environment will reduce transaction costs and increase exporters knowledge and understanding of government regulations. These steps will further increase export competitiveness. The program will also provide training and technical assistance to increase both the management capacity of the firms and the technical skills of the workers involved in non-traditional export. This will make Ghanaian firms better able to meet the international standards required for export production.

This Strategic Objective directly supports Sub-Goal 1 - *Increased non-traditional export income and employment*. Augmenting non-traditional exports will increase income and employment opportunities. Increased incomes are also likely to contribute to subgoal 2 - *Improved quality of the human resource base*. Income increases are often associated with better health, reduced family size, and increased education.

2. Changes in Strategy and Reporting

When the initial strategy for this sector was presented in the CPSP several years ago, the design of the current Trade and Investment Program (TIP) had not been completed. TIP is now in place and, thus, it has been necessary to make changes in the performance monitoring plan for this strategic objective. Tables 4, 5, and 6 provide information on the revised performance monitoring plan. Most of the modifications relate to the indicators. At the strategic objective level, it was recognized that the indicators did not directly measure the objective. This resulted in a rearticulation of the strategic objective and a change of the sub-goal.

Subgoal 1: Increased non-traditional export income and employment.

Sub-goal Indicators:

of new jobs created in the non-traditional export sector
Annual % change of per capita income for workers in the non-traditional export sector

The original project documents consistently list two sets of project goals: 1) increased income and employment from non-traditional exports, and 2) increased non-traditional export production. While related, these are different objectives and are framed at two distinct levels. The first set of goals is the anticipated result of the second set of goals. That is,

employment and income represent an impact at a level "strategically higher" than non-traditional export production. This is clearly illustrated through application of the logframe methodology: the answer to the question *how* (used when moving down a logframe) can employment and income in the non-traditional export sector be increased, in this instance is, through an increase in the production of non-traditional exports.

Although the eventual intent of the current program is to increase income and employment in the non-traditional export sector, the direct focus over the medium term is on NTE production. In a sense, income and employment concerns form the broad parameters which guide the program, but the Mission recognizes that facilitating change at this level is outside of its manageable interest. Therefore, the Mission feels the most appropriate articulation of its strategy in this sector places income and employment objectives at the sub-goal level and NTE production objectives at the strategic objective level. In keeping with this, the sub-goal was modified from *increase per capita GDP* to *increase income and employment in the non-traditional export sector*.

Strategic Objective 1: Increase private sector non-traditional exports

The original SO, *increase private sector-led export production and investment*, was stated in a broad manner in order to capture the possibilities for a yet to be designed program. TIP, however, has since been designed and is presently in its early implementation stages. This permits a more specific definition of the strategic objective, evident in the current articulation of the SO, *to increase private sector non-traditional exports* (see related discussion in previous section).

The emphasis on non-traditional exports, versus all exports, reflects USAID/Ghana's assessment that NTEs constitute the most dynamic export sub-sector - with the greatest growth potential - in the country. Some of the activities of the program, particularly those aimed at improving the enabling environment, are expected to affect all exports. However, many program interventions, including activities focusing on increasing export firms management capacity or on rehabilitating and maintaining feeder roads, clearly emphasize non-traditional exports.

Several considerations resulted in the removal of "investment" from the strategic objective. First, investment is seen as an input to increased production and thus would be captured by tracking changes in production. Further, the working group recognized the extreme difficulty in obtaining investment data of reasonable validity and reliability on a timely basis. Finally, the Mission's efforts directed specifically at investment were not felt to be at a significant enough level to warrant explicit inclusion in the strategy (the World Bank programs, aimed at financial sector reform, more directly emphasize investment objectives).

Performance Indicators:

\$ value of non-traditional exports
Non-traditional exports as a % of total exports

These two indicators replace the original indicators which will now measure Sub-goal 1. They more appropriately measure increased non-traditional exports, both in total value and as a percentage of all exports.

Target 1.1: Improved infrastructure needed for export expansion.

Performance Indicators:

Kilometers of feeder roads rehabilitated.
Kilometers of feeder roads maintained.
Domestic resource costs at wholesale level for yam, peppers, pineapple, cassava and plantain.

One indicator was dropped from this target, the number of contractors trained, as this was considered to be an input to the rehabilitation and maintenance of roads.

Target 1.2: Improved enabling environment.

Performance Indicators:

of days required to register a foreign export firm.
of days required to clear non-traditional export shipments.
% of non-traditional exporters using the duty relief system.
% of non-traditional export transactions receiving duty relief.

The original indicator, number of NTE exporters, was dropped as this did not directly measure the changes, or the effects of the changes, in policy and regulation. The new indicators will measure the impact of changes being sought in three key areas: the foreign investment code, the clearances required for export, and the duty relief system. By measuring these changes rather than the simple enactment of a law or regulation, the focus is on expected results, not actions. These indicators, therefore, are proxy indicators which capture the intermediate results of change rather than the specific changes themselves. For strategic objectives and targets with policy and enabling environment foci, these type of proxy indicators are often the most useful and convey the most information.

The expected results for the final indicator may have to be modified in the future when specific characteristics of the duty relief system become clearer. The currently projected results assume a broad duty relief system, rather than a more narrow one.

Target 1.3: Improved capacity of assisted firms to export.

Performance Indicators:

- # new exporters with business plans that are exporting.
- # of existing exporters increasing the value of their exports by 20% per year.
- \$ value of exports from assisted firms.

These new indicators, which cover only those firms assisted through TIP, are more direct measures of the capacity of NTE firms than was the previous indicator, value of non-traditional exports. The first indicator attempts to explicitly capture capacity by tracking the number of exporting firms with business plans. The remaining indicators, although not as direct as the first, are also indicative of changes in the institutional capacity of exporting firms. All three indicators will be gender disaggregated.

FIGURE 2

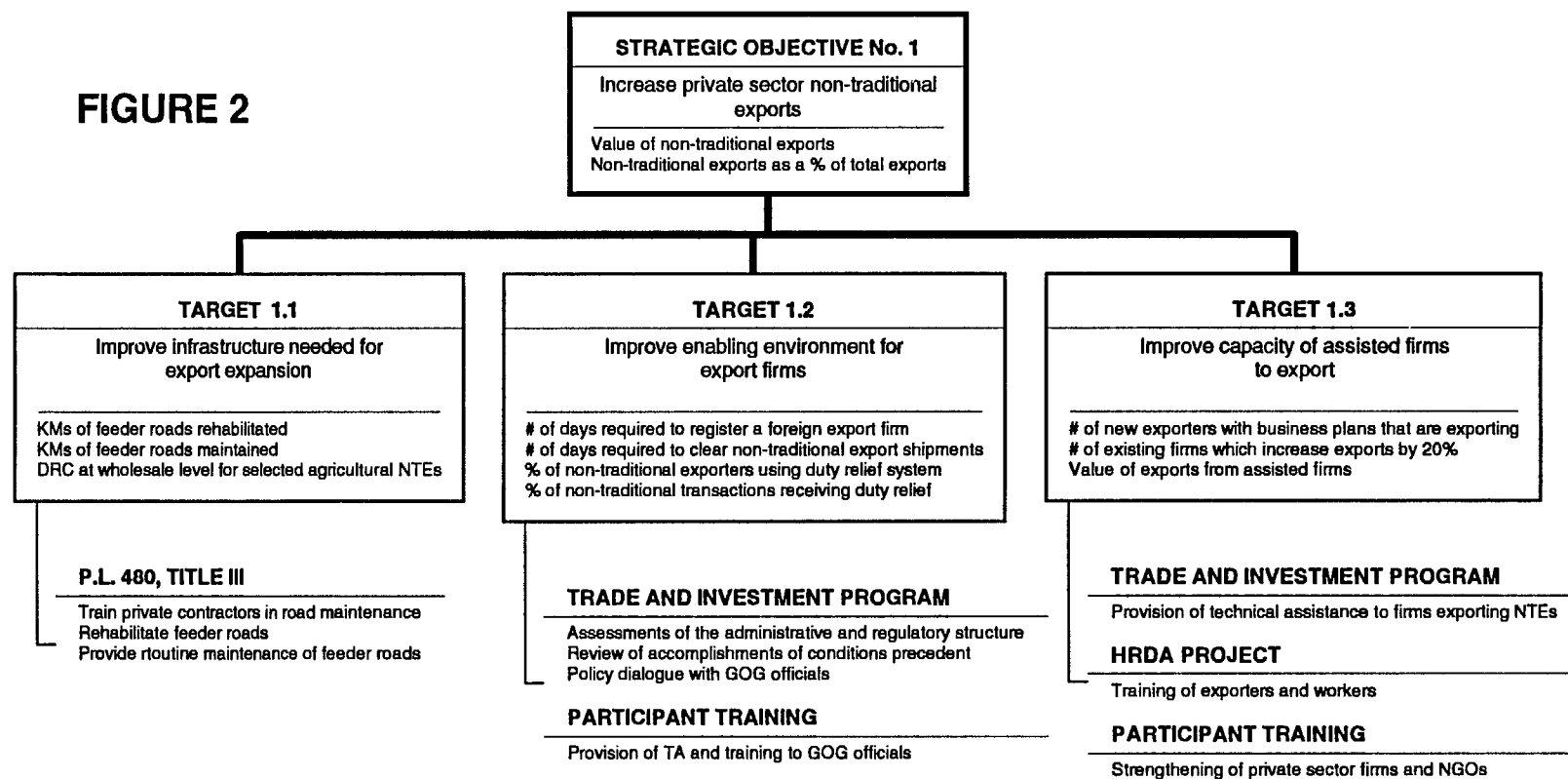


Table 4: STRATEGIC OBJECTIVE 1: INDICATORS AND TARGETS

Strategic Objective 1: Increase private sector non-traditional exports.

Performance Indicators:

\$ value of non-traditional exports
Non-traditional exports as a % total exports

Target 1.1: Improve infrastructure needed for export expansion.

Performance Indicators:

Kilometers of feeder roads rehabilitated.
Kilometers of feeder roads maintained.
Domestic resource costs at wholesale level for yam, peppers, pineapple, cassava and plantain.

Target 1.2: Improve enabling environment for export firms.

Performance Indicators:

of days required to register a foreign export firm.
of days required to clear non-traditional export shipments.
% of non-traditional exporters using the duty relief system.
% of non-traditional transactions receiving duty relief.

Target 1.3: Improve capacity of assisted firms to export.

Performance Indicators:

of new exporters with business plans that are exporting.
of existing exporters increasing the value of their exports by 20% per year.
\$ value of exports from assisted firms.

Table 5. PERFORMANCE MONITORING PLAN FOR STRATEGIC OBJECTIVE 1 AND TARGETS

PERFORMANCE INDICATOR	DEFINITION OF INDICATOR AND UNIT OF MEASUREMENT	DATA SOURCE	METHOD/APPROACH	FREQUENCY OF DATA COLLECTION	DATA CURRENTLY COLLECTED?	RESPONSIBLE OFFICE
Strategic Objective: Increase private sector non-traditional exports Indicators:						
\$ value of non-traditional exports	Unit: Millions of \$ Definition: All exports except gold, cocoa, electricity and round logs	GEPC/TIMU		Annual	Yes	TAPSO
Non-traditional exports as a % of total exports	Unit: % Definition: Value of total non-traditional exports divided by the value of all exports	GEPC/TIMU		Annual	Yes	TAPSO
Target 1.1: Improve infrastructure needed for export expansion. Indicators:						
Kilometers of feeder roads rehabilitated	Unit: Cumulative # of kilometers Definition: Feeder roads rehabilitated in selected export producing areas	Dept. of Feeder Roads		Annual	Yes	TAPSO
Kilometers of feeder roads maintained.	Unit: #s of kilometers Definition: Cumulative kilometers of feeder roads that are maintained	Dept. Of Feeder Roads		Annual	Yes	TAPSO
Domestic resource costs at wholesale level for yam, peppers, pineapple, cassava, and plantain	Unit: Index Definition: Cost of inputs to produce X product locally divided by the average cost of inputs to produce X product on the international market	Special Study	Coefficients will be determined by averaging the DRC estimates, at the wholesale level, on specific road corridors in four regions of Ghana (Ashanti, Brong-Ahafo, Central, Eastern)	Annual	Yes	Program Office

PERFORMANCE INDICATOR	DEFINITION OF INDICATOR AND UNIT OF MEASUREMENT	DATA SOURCE	METHOD/APPROACH	FREQUENCY OF DATA COLLECTION	DATA CURRENTLY COLLECTED?	RESPONSIBLE OFFICE
Target 1.2: Improve enabling environment for export firms.						
Indicators:						
# of days required to register a foreign export firm	Unit: # of days Definition: The registration process begins with incorporating the firm with the Registrar General's Dept. The company then registers with the Ghana Investment Centre and finally, with the Ghana Export Promotion Council. A foreign export firm is defined as either a wholly owned or joint venture firm	TIMU	Baseline data will be gathered through the income and employment survey being undertaken by the Mission, if it is determined that quality data can be gathered through this instrument. If necessary, the Mission will conduct a special study.	Annual	No	Program Office, TAPSO
# of days required to clear non-traditional export shipments	Unit: # of days Definition: the clearance process begins with completion of the A2 form (along with relevant approvals), and ends with completion and approval of the appropriate customs clearance forms.	TIMU	Same as above	Annual	No	Program Office, TAPSO

PERFORMANCE INDICATOR	DEFINITION OF INDICATOR AND UNIT OF MEASUREMENT	DATA SOURCE	METHOD/APPROACH	FREQUENCY OF DATA COLLECTION	DATA CURRENTLY COLLECTED?	RESPONSIBLE OFFICE
% of non-traditional exporters using the duty relief system	Unit: % Definition: Number of non-traditional exporters receiving any type of duty relief divided by all non-traditional exporters	Customs/TIMU	Presently, the types of duty relief systems have not been determined or set by the GOG except for duty drawback, which is quite complicated. The indicator assumes that new duty relief programs will be in effect that are much more accessible. If new programs are not put into place the expected result will have to be revised downward.	Annual	No	Program Office, TAPSO

PERFORMANCE INDICATOR	DEFINITION OF INDICATOR AND UNIT OF MEASUREMENT	DATA SOURCE	METHOD/APPROACH	FREQUENCY OF DATA COLLECTION	DATA CURRENTLY COLLECTED?	RESPONSIBLE OFFICE
Target 1.3: Improve capacity of assisted firms to export.						
Indicators:						
# new exporters with business plans that are exporting.	Unit: # disaggregated by gender of owner Definition: # of assisted firms that have not previously exported but after technical assistance are now exporting.	AMEX; IESC; APDF; Technoserve		Semi-annual	No	TAPSO
# of existing exporters increasing the value of their exports by 20% per year.	Unit: # disaggregated by gender of owner Definition: # of export firms receiving technical assistance that have increased the value of their exports over the previous year by 20%.	AMEX; IESC; APDF; Technoserve		Semi-annual	No	TAPSO
\$ value of exports from assisted firms	Unit: Millions of \$ Definition: \$ value of exports as reported by firms receiving some form of technical assistance.	AMEX; IESC; APDF; Technoserve		Annual	No	TAPSO
Comments/Notes: All indicators will be for firms receiving some form of training or technical assistance by the project.						

Table 6. STRATEGIC OBJECTIVE 1: BASELINE, EXPECTED RESULTS AND ACTUAL RESULTS

PERFORMANCE INDICATORS	UNIT OF MEASURE-MENT	BASELINE DATA		EXPECTED AND ACTUAL RESULTS											
				1991	1992	1993		1994		1995		1996		1997	
		YEAR	VALUE	Actual	Actual	Expd	Actual	Expd	Actual	Expd	Actual	Expd	Actual	Expd	Actual
Strategic Objective 1: Increase private sector non-traditional exports.															
Indicators:															
\$ value of non-traditional exports	Unit: Millions of \$	1990	62.3	62.6										250	
Non-traditional exports as a % of total exports	Unit: %	1990												32	
Target 1.1: Improve infrastructure needed for export expansion.															
Indicators:															
Kilometers of feeder roads rehabilitated	Unit: cumulative # of kilometers	1989	0	850		157 0		205 0		253 0					
Kilometers of feeder roads maintained	Unit: #s of kilometers.	1989	1070	1400		310 0		430 0		540 0		650 0			
Domestic resource costs at wholesale level for: yams pappars pineapple cassava plantain	Unit: Index	1992	.60 .70 .75 1.51 .80												
Target 1.2: Improve enabling environment for export expansion.															
Indicators:															
# of days required to register a foreign export firm	Unit: # of days	1993													
# of days required to clear non-traditional export shipments	Unit: # of days	1993													
% of non-traditional exporters using the duty relief system	Unit: %	1993	0.1											20	
% of non-traditional export transaction receiving duty relief	Unit: %	1993													
Target 1.3: Improve capacity of assisted firms to export.															
Indicators:															
# new exporters with business plans that are exporting	Unit: #	1992	0												
# of existing exporters increasing the value of their exports by 20% per year	Unit: #	1992	0												
\$ value of exports from assisted firms	Unit: Millions of \$	1992	0												

3. Critical Assumptions

As discussed earlier, the World Bank has assumed responsibility for the finance sector of this strategy. The background studies for this program have indicated that financial constraints are quite significant and must be addressed for non-traditional exports to increase. The success of this strategy may therefore depend on the success of the World Bank efforts to increase the credit available for exporters.

4. Data Users

The number of organizations and participants in the sector is quite large, comprising the private sector, representative organizations, various bodies of the government, several non-governmental organizations (NGOs) and a number of service providers, both Ghanaian and U.S.-based. A challenge to the project managers will be to collect, analyze and provide data to all of the appropriate players in a manner that is useful to all. All too often, Missions spend large sums to collect data and do not have adequate resources budgeted for data analysis and dissemination.

A data information and dissemination system must be developed so that the different players can be informed, not only of actions taken but also of the results of these actions. Feedback on progress towards the goals and the successes and failures of the planned interventions can be used to modify the implementation of various interventions.

5. Monitoring and Evaluation Issues

Table 7, *Strategic Objective 1: Next Steps*, identifies actions which the Mission will need to take within the context of the program performance plan for this strategic objective.

The team reviewed a large number of monitoring plans that exist for the sector. Suggestions for monitoring and evaluation were made that were based on a number of assumptions of what the program should look like. Since the program is just starting, the team is unable to state which data are needed and which data are superfluous. However, the Trade, Agriculture and Private Sector Office (TAPSO), as presently staffed, may be overwhelmed by the number and variety of actions necessary to carry this program forth. This, in turn, will have potentially negative implications for the program's important feedback links, i.e., proper analysis and dissemination of (relevant) data may not be concluded on a timely and comprehensive basis, if at all. It is imperative, therefore, that the data needs of the various program participants are identified quickly and specifically, and that a plan for data collection, collation, analysis and dissemination be formulated as soon thereafter as possible.

TAPSO staff will then need to determine whether the Mission has adequate staff resources to ensure the availability and utilization of relevant data. While the Mission Monitoring and Evaluation Specialist will be able to assist the office in establishing the operational framework for these data activities, it may be necessary to add staff to carry out the actual day to day functions of an integrated program monitoring and evaluation system. Such a program would include the monitoring and reporting systems for TIP, Human Resource Development Assistance (HRDA), PL 480, Title III and the tranche reviews for non-project

assistance (NPA). It is recommended that, regardless of the staffing decision taken, responsibilities for maintaining this program's M&E system be consolidated under one person. This will facilitate the streamlining of data collection and analysis activities, reduce the potential duplication of effort and increase the likelihood that data will be disseminated and shared on a more timely and broad basis.

Table 7 Strategic Objective 1: Next Steps

INDICATOR		MISSION NEXT STEPS
	\$ value of non-traditional exports	<ol style="list-style-type: none"> 1. Review data collection needs with GEPC/TIMU. 2. Determine alternative sources of data if GEPC role changes. 3. Project expected results through 1997. 4. Develop data reporting schedule to TAPSO.
	Non-traditional exports as a % of total exports	Same as above.
Target 1.1: Improve infrastructure needed for export expansion.		
	Kilometers of feeder roads rehabilitated	<ol style="list-style-type: none"> 1. Review baseline and previous year's actuals with Dept. of Feeder Roads. 2. Project expected results through 1997.
	Kilometers of feeder roads maintained.	Same as above.
	Domestic resource costs at wholesale level for selected agricultural NTEs	<ol style="list-style-type: none"> 1. Set responsibility for data collection and analysis with appropriate office or organization. 2. Determine the % decline in the DRC expected and project results through 1997. 3. Develop data reporting schedule to TAPSO.
Target 1.2: Improve enabling environment for export firms.		
	# of days required to register a foreign export firm.	<ol style="list-style-type: none"> 1. Discuss with GIC/TIMU whether a sufficient paper trail exists to measure this without a special study. 2. If a special study is required, determine what type of data are needed, method for collecting and who will carry it out. 3. Set baseline and expected results through 1997. 4. Develop data reporting schedule to TAPSO.
	# of days required to clear non-traditional export shipments.	Same as above.
	% of non-traditional exporters using the duty relief system.	<ol style="list-style-type: none"> 1. Discuss with Customs/TIMU who will be responsible for collecting data. 2. Calculate baseline and project expected results. 3. Develop data reporting schedule to TAPSO.
	% of non-traditional export transactions receiving duty relief	Same as above
Target 1.3: Improve capacity of assisted firms to export.		
	# new exporters with business plans that are exporting.	<ol style="list-style-type: none"> 1. Determine who or what organization will be responsible for consolidating data. 2. Develop format for data collection and reporting. 3. Meet with each data collecting organization to explain data collection needs formats, and reporting schedule. 4. Determine expected results.
	# of existing exporters increasing value of their exports by 20% per year.	Same as above, including a discussion with the TA groups whether the definition of this indicator needs to be refined.
	\$ value of exports by assisted firms.	Same as above.

C. Strategic Objective 2: Reduce Fertility

1. Indicators, Targets and Subtargets

The indicators, targets, subtargets and related mission activities for Strategic Objective 2 are shown in Figure 3 and Table 8. The targets and related activities under this objective show USAID's program contributing directly to lower fertility by increasing access to knowledge and use of modern methods of family planning (FP). USAID/Ghana's population assistance strategy has three important elements: motivation for behavior change, service and product delivery and monitoring. Motivation is directed both at changing behavior so that Ghanaians who desire to control their fertility use appropriate modern methods of contraception and at generating demand for specific family planning products and services. Similarly, program efforts in the area of service and product delivery are directed both at increasing the number of supply points and at increasing the number of products and services readily and consistently available at those supply points. Current delivery channels are being extended through commercial distribution, NGOs and employer-based delivery systems. Existing public and private sector logistics systems are being improved to prevent stockouts and to improve the overall management of inventories and stocks. Special surveys, management information systems and the use of computer models such as "Target" enable the Mission to relate annual data on family planning service delivery and contraceptive sales to national estimates of contraceptive use and fertility.

This strategic objective directly links to Subgoal 2, *Improve the quality of the human resource base*, and has a mutually reinforcing relationship with Strategic Objective 3, *Improve the quality of primary education*. By contributing to smaller family size, family planning also increases family resources for education and reduces the number of family members among whom these resources must be shared. Conversely, increased female educational attainment is directly correlated with desired lower fertility and improved family planning practice.

FIGURE 3

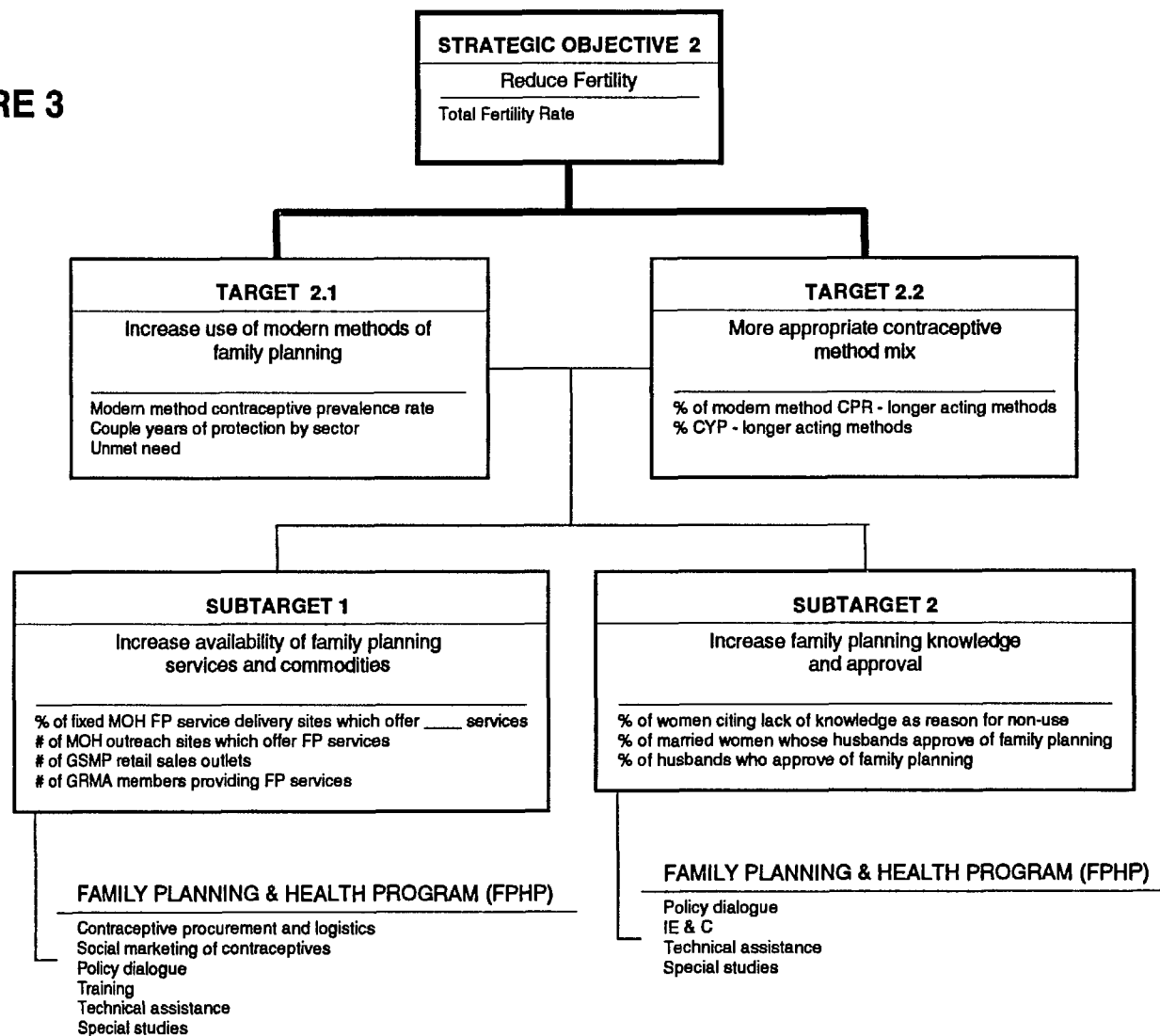


Table 8: STRATEGIC OBJECTIVE 2: INDICATORS AND TARGETS

Strategic Objective 2: Reduce fertility.

Performance Indicators:

Total Fertility Rate (TFR)

Target 2.1: Increase use of modern methods of family planning

Performance Indicators:

Modern method contraceptive prevalence rate (CPR)

Couple Years of Protection (CYP) by Sector

Unmet Need

Target 2.2: More appropriate contraceptive method mix

Performance Indicators:

Percent of Modern Method CPR derived from longer acting methods

Percent of CYP derived from longer acting methods

Subtarget 1: Increase availability of FP services and commodities

Performance Indicators

Percent of Fixed Ministry of Health (MOH) FP service delivery sites which offer ____ services

Number of MOH outreach sites which offer FP services

Number of Ghana Social Marketing Program (GSMP) retail sales outlets

Number of Ghana Nurse Midwife Association (GRMA) members providing FP services

Subtarget 2: Increase FP knowledge and approval

Performance Indicators

Percent of women citing lack of knowledge as main reason for not using contraception

Percent of women who report husbands' approval of FP

Percent of husbands who approve of FP

2. Changes in Strategy and Reporting

USAID has reviewed and expanded its reporting on Strategic Objective 2 to more accurately reflect the breadth of mission strategy and activities in this sector, as well as to provide more information on expected results. Tables 9 and 10 provide detailed information on these changes.

Strategic Objective 2: Reduce fertility.

The strategic objective remains unchanged though recent data on current contraceptive use and distribution suggest that the expected result of decreasing the total fertility rate (TFR) from 6.4 to 6.1 by 1996 may be achieved sooner. The 1993 Demographic and Health Survey (DHS) will provide an updated estimate of TFR when the analysis is completed in early 1994.

Target 2.1: Increase use of modern methods of family planning

Performance Indicators:

Modern method CPR
CYP by sector
Unmet need

While the target remains unchanged, two indicators have been added. The first - *Couple Years of Protection (CYP) by sector*, provides the Mission with an annual measure of progress toward achieving the strategic objective of reduced fertility. The Mission has determined the levels of contraceptive practice required to achieve given levels of fertility reduction both in terms of sector market share and method mix. Disaggregating this indicator by the major provider within each sector, e.g. public sector, Ministry of Health (MOH); commercial sector, Ghana Social Marketing Program (GSMP) and private voluntary sector, Planned Parenthood Association of Ghana (PPAG), enables the Mission to monitor critical assumptions about both the relative contribution of each sector and the accessibility of services and commodities. The other new indicator, unmet need or the percentage of women who do not wish to become pregnant and yet are not contracepting, enables the Mission to monitor the balance between supply and demand.

Table 9. PERFORMANCE MONITORING PLAN FOR STRATEGIC OBJECTIVE 2, TARGETS AND SUBTARGETS

PERFORMANCE INDICATOR	DEFINITION OF INDICATOR AND UNIT OF MEASUREMENT	DATA SOURCE	METHOD/APPROACH	FREQUENCY OF DATA COLLECTION	DATA CURRENTLY COLLECTED?	RESPONSIBLE OFFICE
Strategic Objective 2: Reduce fertility.						
Indicators:						
Total fertility rate	Unit: # (births) Definition: The average # of children a woman will have, assuming that current age specific rates (15 - 49) remain constant during her childbearing years. Population cohort is women in union from 15 to 49 years of age	DHS 1988, 1993	DHS reports	Every five years	Planned	HPN Office
Comments/Notes: The 1993 Demographic and Health Survey (DHS) is being designed in March of 1993. Results of the survey are expected in early 1994.						

PERFORMANCE INDICATOR	DEFINITION OF INDICATOR AND UNIT OF MEASUREMENT	DATA SOURCE	METHOD/APPROACH	FREQUENCY OF DATA COLLECTION	DATA CURRENTLY COLLECTED?	RESPONSIBLE OFFICE
Target 2.1: Increase the use of modern methods of family planning.						
Modern method contraceptive prevalence rate	Unit: % Definition: % of women in union, ages 15 to 49, who use modern methods of contraception	DHS 1988, 1993; Consumer surveys (CS), 1993, 1995	The prime contractor will conduct a baseline and follow-up survey of consumer knowledge, attitude and practice as regards contraception and selected other health interventions. The surveys will be conducted in 1993 and 1995 and the data on practice and knowledge will be comparable to similar data collected through the DHS.	DHS 1988, 1993; CS 1993, 1995	Planned	HPN Office
Couple years of protection by sector	Unit: # Definition: CYP, disaggregated by major provider: Ministry of Health (MOH), Planned Parenthood Association of Ghana (PPAG), Ghana Social Marketing Program (GSMP)	MOH, PPAG, GSMP	CYP data to be provided by MOH, PPAG, GSMP	Annual	Yes	HPN Office
Unmet need	Unit: % Definition: % of women in union, ages 15 to 49, who do not wish to become pregnant but are not contracepting	DHS 1988, 1993; CS 1993, 1995		DHS 1988, 1993; CS 1993, 1995	Planned	HPN Office
Comments/Notes: Modern methods include: injectables, IUDs, vaginal foaming tablets, condoms, oral contraceptives and sterilization. CYP conversion factors are: vaginal foaming tablets, 150 = 1 CYP; condoms, 150 = 1 CYP; oral contraceptives, 15 = 1 CYP; injectables, 4 = 1 CYP; IUDs, 1 = 3.5 CYP; female sterilization, 1 = 4 CYP.						
Target 2.2: More appropriate contraceptive method mix.						

PERFORMANCE INDICATOR	DEFINITION OF INDICATOR AND UNIT OF MEASUREMENT	DATA SOURCE	METHOD/APPROACH	FREQUENCY OF DATA COLLECTION	DATA CURRENTLY COLLECTED?	RESPONSIBLE OFFICE
% of modern method CPR derived from longer acting methods	Unit: % Definition: ratio of CPR, longer acting methods, to CPR, all modern methods. Longer acting methods include: injectables, IUDs, sterilization and Norplant, when it becomes available	DHS 1988, 1993; CS 1993, 1995		DHS 1988, 1993; CS 1993, 1995	Planned	HPN Office
% of CYP derived from longer acting methods	Unit: % Definition: ratio of CYP, longer acting methods, to CYP, all modern methods. Longer acting methods include: injectables, IUDs, sterilization and Norplant, when it becomes available	MOH, PPAG, GSMP		Annual	Yes	HPN Office

PERFORMANCE INDICATOR	DEFINITION OF INDICATOR AND UNIT OF MEASUREMENT	DATA SOURCE	METHOD/APPROACH	FREQUENCY OF DATA COLLECTION	DATA CURRENTLY COLLECTED?	RESPONSIBLE OFFICE
Subtarget 1: Increase availability of family planning services and commodities.						
% of fixed MOH service delivery sites which offer services TBD	Unit: % Definition: the definition for services used in this indicator will be determined as part of the design and implementation of a July 1993 situation analysis. Fixed MOH sites refer to clinics and hospitals, as opposed to mobile/outreach sites	Situation analyses, 1993 and 1995		1993, 1995	No	HPN Office, Pamela Wolf
# of MOH outreach sites which offer family planning services	Unit: # Definition: MOH outreach sites which offer any family planning services. An outreach site is defined as a temporary health site at the community level which is serviced by a trained health worker	MOH		Annual	Yes	HPN Office, Pamela Wolf
# of GSMP Retail Sales Outlets	Unit: # Definition: # of GSMP retail sales outlets which sell family planning commodities (various types)	GSMP		Annual	Yes	HPN Office, Pamela Wolf
# of Ghana Nurse Midwife Association (GRMA) members providing family planning services	Unit: # Definition: # of GRMA members which offer family planning services (various services)	GRMA		Annual	Yes	HPN Office

PERFORMANCE INDICATOR	DEFINITION OF INDICATOR AND UNIT OF MEASUREMENT	DATA SOURCE	METHOD/APPROACH	FREQUENCY OF DATA COLLECTION	DATA CURRENTLY COLLECTED?	RESPONSIBLE OFFICE
Subtarget 2: Increase family planning knowledge and approval.						
% of women citing lack of knowledge as reason for not using contraception	Unit: % Definition: % of non-pregnant women who are sexually active, are not using any contraceptive method and would be unhappy if they became pregnant, and cite lack of knowledge as their main reason for not using contraception	DHS 1988, 1993; CS 1993, 1995		DHS 1988, 1993; CS 1993, 1995	Planned	HPN Office
% of married women whose husbands approve of family planning	Unit: % Definition: % of married women who know a contraceptive method and perceive their husbands approve of family planning	DHS 1988, 1993; CS 1993, 1995		DHS 1988, 1993; CS 1993, 1995	Planned	HPN Office
% of husbands who approve of family planning	Unit: % Definition: % of husbands knowing a method of contraception who approve of family planning	DHS 1988, 1993; CS 1993, 1995		DHS 1988, 1993; CS 1993, 1995	Planned	HPN Office

Table 10. STRATEGIC OBJECTIVE 2: BASELINE, EXPECTED RESULTS AND ACTUAL RESULTS

PERFORMANCE INDICATORS	UNIT OF MEASUREMENT	BASELINE DATA		EXPECTED AND ACTUAL RESULTS									
				1991	1992	1993		1994		1995		1996	
		YEAR	VALUE	Actual	Actual	Expd	Actual	Expd	Actual	Expd	Actual	Expd	Actual
Strategic Objective 2: Reduce Fertility.													
Indicators:													
Total fertility rate	# of projected births	1988	6.4									6.1	
Comments/Notes: The 1993 DHS results, which will be available in February/March of 1994, will provide an updated estimate of the TFR. Contraceptive distribution and sales data suggest the expected result of 6.1 may be achieved prior to 1996. The 1993 DHS will provide additional data on contraceptive use and method mix, making it possible to relate both CYP and CPR to TFR. In turn, this will increase the confidence with which estimates of TFR are made in the interim years until the 1998 DHS.													
Target 2.1: Increase the use of modern methods of family planning.													
Modern method contraceptive prevalence rate.	%	1988	5.2%			10%						15% ¹	
Couple years of protection by sector: CYP: Ministry of Health CYP: GSMP CYP: PPAG	Years of protection	1988											
			26734 50811 29040	10158 9 67987 53368	12209 3 66720 40,784	TBD ² TBD TBD		TBD ² TBD TBD		TBD ² TBD TBD		TBD ² TBD TBD	
Unmet need	%	1988	65.9%			60%						TBD ¹	
Comments/Notes: ¹ New estimates for the expected 1996 values for CPR and unmet need will be made once the 1993 Consumer Survey data have been analyzed. ² The Mission is currently developing estimates of expected CYP for MOH, PPAG and GSMP for years through 1996.													
Target 2.2: More appropriate contraceptive method mix.													
Indicators:													
% of modern method CPR derived from longer acting methods	%	1988	25%									45% ¹	
% of CYP derived from longer acting methods	%	1988	21%									45% ²	
Comments/Notes: ¹ A new estimate of 1996 expected value will be made once 1993 Consumer Survey data have been analyzed. 1988 DHS data have been modified to reduce by half the percent contribution of sterilizations to CYP to reflect subsequent and additional in-country data.													

PERFORMANCE INDICATORS	UNIT OF MEASUREMENT	BASELINE DATA		EXPECTED AND ACTUAL RESULTS									
				1991	1992	1993		1994		1995		1996	
		YEAR	VALUE	Actual	Actual	Expd	Actual	Expd	Actual	Expd	Actual	Expd	Actual
SubTarget 1: Increase availability of family planning services and commodities.													
Indicators:													
% of fixed MOH service delivery sites which offer services TBD.	%	1993	TBD									TBD	
# of MOH outreach sites which offer family planning services	# of sites	1992	0									5000	
# of GSMP retail sales outlets	# of outlets	1992	4500									10000	
# of GRMA members providing family planning services	# of members	1992	284									600	
Comments/Notes: The Mission is developing estimates of expected results for the years 1993 through 1995.													
SubTarget 2: Increase family planning knowledge and approval.													
Indicators:													
% of women citing lack of knowledge as reason for not using contraception	%	1988	23.7% ¹									15% ⁴	
% of married women whose husbands approve of family planning	%	1988	52 % ²									65% ⁴	
% of husbands who approve of family planning	%	1988	77.4% ³									85% ⁴	
Comments/Notes: ¹ Source: 1988 DHS, Table 4.13 (pp. 44); ² source: 1988 DHS, Table 4.17 (pp. 48); ³ source: 1988 DHS, Table 7.14 (pp. 102). ⁴ Estimates of expected results to be reviewed after analysis of the 1993 Consumer Survey.													

Target 2.2: More appropriate contraceptive method mix.

Performance Indicators

Percent of modern method CPR derived from longer-acting methods of contraception
Percent of annual CYP derived from longer-acting methods of contraception

This target was added to capture an important strategic dimension of the family planning program - the promotion of contraceptive methods which make a comparatively large contribution to fertility reduction. The FP program provides Ghanaians with both the information and the services required to choose the most appropriate and effective method of contraception to realize their fertility intention. Particular attention will be paid to expanding the method mix and improving access to and knowledge of more effective longer-acting methods of contraception such as injectables, IUDs, Norplant and voluntary surgical sterilization. The two performance indicators provide information on this dimension of family planning use both in terms of national prevalence (CPR) and annual contraceptive distribution and sales (CYP). These enable the Mission to monitor progress toward achieving the expected results in fertility reduction.

Subtargets

Two subtargets have been added to assist USAID in examining progress toward achieving the expected targets in increased use and more appropriate method mix. Achieving both requires attention to supply and demand issues.

Subtarget 1: Increase availability of FP services and commodities.

Performance Indicators

Percent of fixed MOH FP service delivery sites which offer ____ services
Number of MOH outreach sites which offer FP services
Number of GSMP retail sales outlets
Number of GRMA members providing FP services

For Ghanaians to realize their family planning intentions, they must have access to reliable and consistent sources of FP services and commodities. Since there are geographic, financial and socio-cultural barriers to access to family planning, USAID is helping to increase the supply of services through both the public and private sectors. The first indicator, the percent of MOH fixed facilities providing a requisite mix of FP services, measures the percentage of MOH fixed FP service delivery sites which offer a given critical set of services. The criteria for services will be established and monitored through situation analyses in 1993 and 1995. The second indicator, MOH outreach sites offering FP services, measures progress in extending service delivery beyond fixed MOH FP delivery sites, an important public sector goal. The third and fourth indicators show progress in increasing FP availability through two important private sector venues.

Subtarget 2: Increase FP Knowledge and Approval

Performance Indicators

Percent of women citing lack of knowledge as main reason for not using contraception

Percent of women reporting that their husbands approve of FP

Percent of husbands who approve of FP

Earlier studies and surveys have reported that lack of information about contraception has been a major barrier to contraceptive use by women who are at risk of pregnancy (i.e., these women say that they would be unhappy if they were to become pregnant and yet are not contracepting). Therefore, an important part of the Mission's assistance strategy is to increase knowledge of specific methods and sources of contraceptives. The first variable will measure progress in overcoming this barrier to contraceptive practice. Another barrier which has been cited is the perceived and/or actual attitude of Ghanaian men to family planning. Male attitudes are examined in two ways: first as reported by their wives and secondly, as reported by themselves.

3. Critical Assumptions

USAID's strategy for achieving the expected results in lowered fertility is based on several critical assumptions. The first, and most important of these, is the assumption that the most important current determinant of fertility in Ghana is the use of modern methods of contraception. This is premised on USAID/Ghana's assessment that a second major determinant of fertility in Ghana, extensive and prolonged breastfeeding, will continue to be principally practiced as it currently is, in an extensive and prolonged manner. The 1993 DHS will provide information on current breastfeeding practice. The second critical assumption is that the main barriers to contraceptive practice (and reduced fertility) are information on, and access to, modern methods of family planning. Finally, the strategy assumes that all three sectors, public, commercial and private voluntary have an important role to play.

4. Data Users

The primary data users will be the National Population Council, Ministry of Health, the Ghana Social Marketing Program, Planned Parenthood Association of Ghana, the Ghana Registered Midwives, USAID/HPN and project staff. A collaborative approach to collecting, analyzing and sharing information is presently well instituted. A.I.D. has contributed to an improved data base, local research and analysis capabilities and Ghanaian institutional capacity to use both program-generated and special survey and study data. Both the current and new accelerated assistance strategy under development benefit from earlier attention to data collection and analysis and the use of computer-generated models like Target which make it possible to relate a variety of program and research data to decisions about the probable impact of alternative FP approaches and investments.

5. Monitoring and Evaluation Issues

The Mission has planned a number of major surveys and special studies to improve the data base for decision making. It is important that these be designed to support the Mission's performance monitoring plan and facilitate the comparison of trends and behaviors over time.

As noted in Table 11 - Next Steps - it is particularly important to ensure compatible design between the planned Demographic and Health and Consumer Surveys. Design activities for both studies are currently on-going so such technical coordination can be arranged. Once the 1993 DHS estimate of TFR is available it will be important to compare this estimate with those derived from using CPR and CYP data to determine whether valid interim estimates of TFR can be made between the 1993 and the 1998 DHS.

The project measurement and evaluation plan needs to be updated to reflect current program emphasis and expanded activities and to ensure compatibility with the program performance plan. The current plan includes some activities which were originally planned but have now been dropped.

Table 11: Strategic Objective 2: Next Steps

INDICATOR		MISSION NEXT STEPS
	Total Fertility Rate	<ol style="list-style-type: none"> 1. Finalize timetable, design and sample for the 1993 DHS 2. Review the expected results for 1996 once the 1993 TFR data are available. 3. Compare the 1993 DHS estimate of the TFR with other TFR estimates based on CYP data and CPR data from the Consumer Survey (CS) to determine the validity of the interim estimates to determine the timing of the next DHS. 4. Support comparative analysis of 1993 DHS results with that of the 1994 Ghana National Census.
Target 2.1: Increase use of modern methods of family planning.		
1.	Contraceptive Prevalence Rate (CPR) - modern method	<ol style="list-style-type: none"> 1. Finalize the CS. 2. Assure that the CS methodology is compatible with the DHS for data comparability between the instruments. 3. Based on 1993 CPR data, review the expected results and update the assumptions used in the Target model.
2.	Couple Years of Protection by Sector	<ol style="list-style-type: none"> 1. Estimate expected results for 1994 & 1995 from CYP data currently available. 2. Analyze CYP with results from both the DHS and CS.
3.	Unmet Need	<ol style="list-style-type: none"> 1. Review the expected results with data from the CS & DHS.
Target 2.2: More appropriate contraceptive mix.		
1.	Percent of modern method CPR derived from longer acting methods.	<ol style="list-style-type: none"> 1. Reevaluate data once 1993 CS data are available.
2.	Percent of CYP derived from longer acting methods.	<ol style="list-style-type: none"> 1. Ensure that sterilization data are captured from FP organizations. 2. Estimate the expected results for 1993 & 1994.
Sub-Target 1: Increase availability of FP Services & Supplies		
1.	Percent of fixed MOH FP service delivery sites which offer (TBD) services	<ol style="list-style-type: none"> 1. Define what critical combination of resources/ services should be used to set a standard. 2. Refine data once they are available from the 1993 situation analyses. 3. Repeat situation analyses in 1995.
2.	Percent of MOH outreach sites which offer FP services	<ol style="list-style-type: none"> 1. Estimate the expected results for 1993, 1994 & 1995.
3.	Number of GSMP retail sales outlets	Same as above.
4.	Number of GRMA members offering FP services	Same as above.
Sub-Target 2: Increase FP Knowledge & Acknowledge		
1.	Percent of women who cite lack of knowledge as the main reason for not using contraception.	<ol style="list-style-type: none"> 1. Review the 1995 expected result, once DHS data are available.
2.	Percent of women whose husbands approve of FP	Same as above.
3.	Percent of husbands who approve of FP	Same as above.

D. Strategic Objective 3: Improve the quality of primary education.

1. Indicators and Targets

The indicators and targets for Strategic Objective 3 are shown in Figure 4 and Table 12. The targets contribute to improving the quality of education by improving the qualifications of teachers, increasing the availability of educational material, increasing management capacity at the district level and improving access in selected regions. By assuring that teachers are trained to meet a minimum set of standards defined by the Ministry of Education, the quality of classroom instruction will improve. Necessary texts and educational materials are being provided to all primary schools, fees are being collected and a revolving fund has been established to pay for replacement of the texts in the future. In addition, administrators are being placed at the local level as the first step of the Ministry's decentralization strategy and through which USAID/Ghana will focus on increasing capacity. Finally, a pilot program is testing ways to increase the number of girls and boys attending school in the regions with the lowest percentage of children attending primary school.

The strategic objective links directly to SubGoal No.2 - *Improved Quality of the Human Resource Base*. By improving primary education, students will be better prepared to take advantage of the changes in the secondary school system. Ultimately, the increase in the number and percent of Ghanaians who are literate and numerate will result in a better educated work force as well as citizenry more able to participate in the requirements of modern society.

FIGURE 4

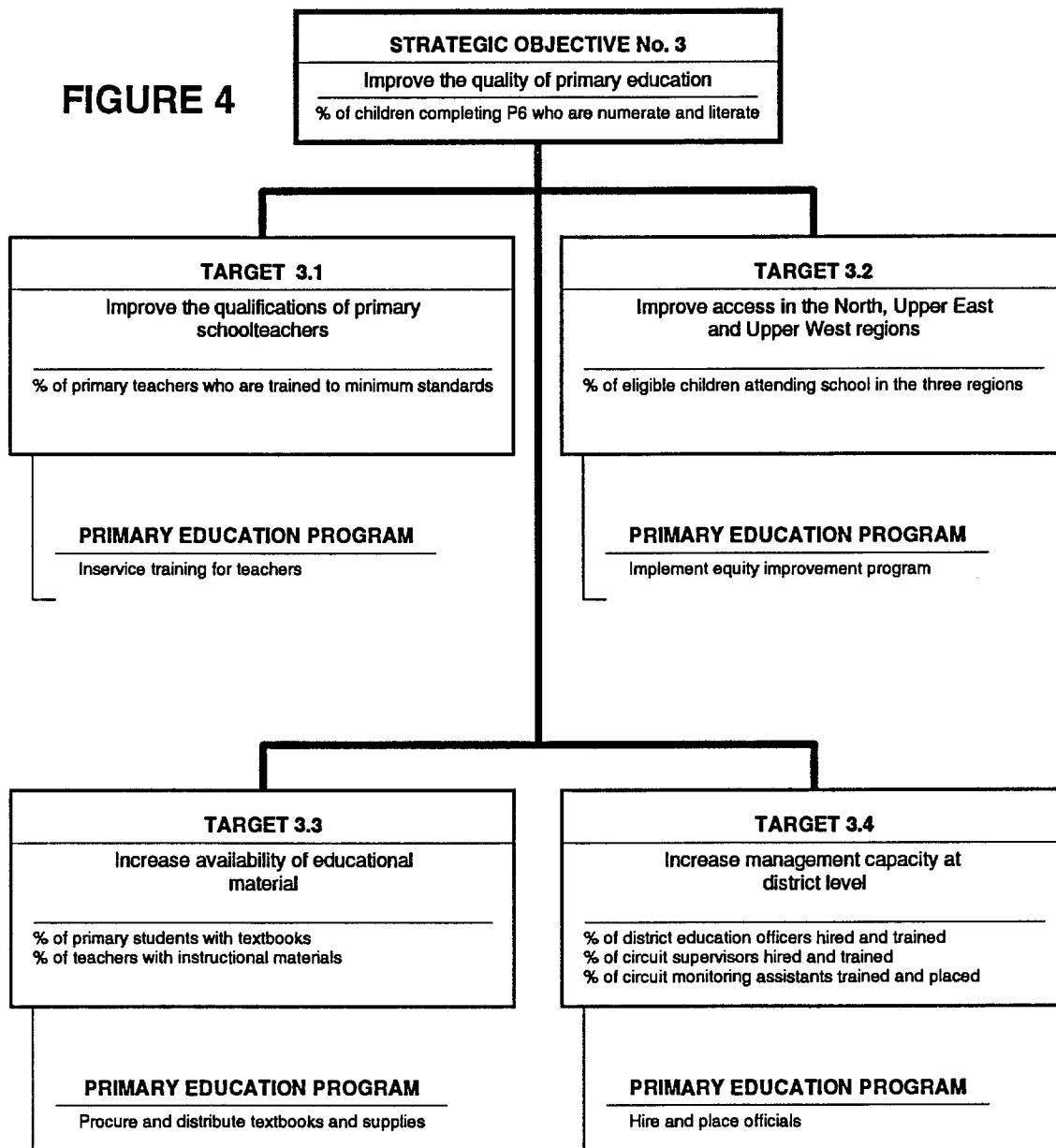


Table 12: STRATEGIC OBJECTIVE 3: INDICATORS AND TARGETS

Strategic Objective 3: Improve the quality of primary education

Performance Indicator

% of children completing P6 who are literate & numerate

Target 3.1: Improve the qualifications of primary school teachers

Performance Indicator:

% of primary school teachers who are trained to minimum standards.

Target 3.2: Improve access in the North, Upper East and Upper West Regions

Performance Indicator:

% of eligible children attending schools in the North, Upper East and Upper West Regions.

Target 3.3: Increase availability of educational material

Performance Indicators:

% of primary school students with texts.
% of teachers with instructional materials.

Target 3.4: Increase management capacity at district level

Performance Indicators:

% of district education officers hired and trained.
% of circuit supervisors hired and trained.
% of circuit monitoring assistants trained and placed.

2. Changes in Strategy and Reporting

Tables 13 and 14 provide detailed information on the targets, indicators and expected and actual results. As will be discussed below, some of the targets have been revised to reflect program accomplishments.

Strategic Objective 3: Improve the quality of primary education.

Performance Indicator

% of children completing P6 who are literate & numerate

This indicator will be disaggregated by gender, region, and type of school.

The criterion reference test that will be used for measuring this objective has been tested and the first results are expected this year. The Mission is presently evaluating the size needed for a statistically valid sample, as it realizes that the project paper goal of testing 80% of all primary school students is costly and unnecessary. A valid sample, which will constitute a dramatically smaller sample group, will reduce cost and provide the data needed for management decisions and feedback to the Ministry of Education and local school officials.

Target 3.2: Improved access in the North, Upper East and Upper West.

Performance Indicator:

% of eligible children attending schools in the North, Upper East, and Upper West Regions.

This indicator will be disaggregated by gender and region.

Target 3.4: Increased management capacity at district level.

The previous target was to rationalize the school administration system. This was changed to better reflect the intent of the target which is to functionally carry out the decentralization of the educational system at the district and local levels. The Ministry of Education is committed to decentralization and has already initiated the process. The focus of USAID/Ghana's efforts is to put in place an administrative capacity at the local level.

Performance Indicators:

% of district education officers hired and trained.

% of circuit supervisors hired and trained.

% of circuit monitoring assistants trained and placed

Table 13. PERFORMANCE MONITORING PLAN FOR STRATEGIC OBJECTIVE AND TARGETS

PERFORMANCE INDICATOR	DEFINITION OF INDICATOR AND UNIT OF MEASUREMENT	DATA SOURCE	METHOD/APPROACH	FREQUENCY OF DATA COLLECTION	DATA CURRENTLY COLLECTED?	RESPONSIBLE OFFICE
Strategic Objective 3: Improve the quality of primary education.						
Indicators:						
% of children completing P6 who are literate and numerate.	Unit: # Definition: % of children meeting the criterion as defined in the criterion reference test given at the end of P6.	MOE: Criterion Reference Test	A CRT has been developed and tested to measure literacy and numeracy skills. The first results are due in 1993. The test will be given annually to a sample that is stratified geographically and by school rating.	Annual	Yes	HRDO
Target 3.1: Improve the qualifications of primary school teachers.						
% of qualified school teachers who have received in-service training	Unit: % Definition: % of all primary school teachers (who meet a set of minimum standards set by the MOE) who have received in-service training to upgrade their teaching skills and content-specific knowledge.	PMU records		Periodic, upon completion of in-service training	Yes	HRDO
Target 3.2: Improved access in the North, Upper East and Upper West.						

PERFORMANCE INDICATOR	DEFINITION OF INDICATOR AND UNIT OF MEASUREMENT	DATA SOURCE	METHOD/APPROACH	FREQUENCY OF DATA COLLECTION	DATA CURRENTLY COLLECTED?	RESPONSIBLE OFFICE
% of eligible children attending school in the North, Upper East and Upper West Regions.	Unit: % Definition: % of children between 5-11 who are on the school registers.	MOE: PBE Unit census		Annual	Yes	HRDO
Target 3.3: Increased availability of educational material.						
% of primary students with texts	Unit: % Definition: Total number of primary students with texts divided by the total primary school population.	MOE: Printing and logistics report		Quarterly	Yes	HRDO
% of teachers with instructional materials	Unit: % Definition: Total number of teachers who have basic materials: (chalk, pens, pencils, erasers, rulers, paper, report cards, cumulative record booklets, registration books) divided by the total number of teachers.	MOE: Printing and logistics report		Quarterly	Yes	HRDO
Target 3.4: Increased management capacity at district level.						
% of district education officers hired and trained.	Unit: % Definition:	MOE/GES		Annual	Yes	HRDO
% of circuit supervisors hired and trained	Unit: % Definition:	MOE/GES		Annual	Yes	HRDO
% of circuit monitoring assistants trained and placed	Unit: % Definition:	MOE/GES		Annual	Yes	HRDO

Table 14. STRATEGIC OBJECTIVE 3: BASELINE, EXPECTED RESULTS AND ACTUAL RESULTS

PERFORMANCE INDICATORS	UNIT OF MEASUREMENT	BASELINE DATA		EXPECTED AND ACTUAL RESULTS									
				1991	1992	1993		1994		1995		1996	
		YEAR	VALUE	Actual	Actual	Expd	Actual	Expd	Actual	Expd	Actual	Expd	Actual
Strategic Objective: Improve the quality of primary education.													
Indicators:													
% of children completing P6 who are literate and numerate	%	1988/89	11			45				80			
Target 3.1: Improved qualifications of primary school teachers.													
% of primary school teachers who are trained to minimum standards.	%	1988/89	51	56	66	70		75		85			
Target 3.2: Improved access in the north, Upper East and Upper West Regions.													
Indicators:													
% of eligible children in North Region Upper East Upper West	%	1988/89											
			30	34	57	40		45		50			
			31	33	63	40		45		50			
			32	34	68	40		45		50			
Target 3.3: Increased availability of educational material.													
Indicators:													
1) % of primary students with textbook.	%	1988/89	10	21	50	55		75		90			
2) % of teachers with instructional materials	%	1988/89	10	21	50	60		80		95			
Target 3.4: Increased management capacity at district level.													
Indicators:													
1) % district education officers hired and trained	%	1988/89	10	72	72	100		100		100			
2) % of circuit supervisors hired and trained.	%	1988/89	0		94	100		100		100			
3) % of circuit monitoring assistants trained and placed.	%	1988/89	0		100	100		100		100			

These three indicators measure the placement of the key administrative personnel in the field, the first step of the decentralizations process. The indicators were changed from numbers to percentages to more easily reflect progress toward full placement in the field. If all personnel are placed in the field in the next year and USAID does not initiate any new efforts towards capacity building, this target should be dropped. However, if new efforts are made in this area, the indicators should be revised to reflect the additional impact expected.

Two additional topics that appeared in the previous mission strategy have been dropped.

Target 3.5: Develop and implement criterion reference testing (CRT) program.

This target was dropped because it was an input to measuring the strategic objective, rather than a target in its own right. The CRT program has been tested and will be used to measure the literacy and numeracy of primary school children.

Target 3.6: Rationalize education budget.

This target was dropped as virtually all conditions precedent were met by the Government of Ghana (GOG). The last API showed that the GOG met or surpassed the budgetary goal of at least 38% of the budget going to basic education since FY 90. In addition, the gap between budgeted and actual spending, which was 30% in FY 88 was reduced to 2% in FY 91, surpassing its target of 6%. The only indicator yet to be achieved is that 6% of the basic education budget was to be spent on instructional material. This indicator has risen from 1.5% in FY 88 to 4% in FY 92 and is still expected to meet the 6% level by FY 95. However, since this is the only indicator remaining, and it is a minor one, it makes little sense to continue to report on this target. The Mission will continue to monitor these indicators as part of the conditions precedent even though they will not be reported in the API.

3. Critical Assumptions

An important critical assumption is that Ghana continues on the generally positive economic path that it has been following, which will allow current levels of budgetary allocations for education to be maintained.

4. Data Users

The primary data users will be the Ministry of Education, the Ghana Education Service, the HRD Office and Project Managers. Feedback between the project and the Ministry and GES has been occurring since project inception. The results of the CRT are being eagerly awaited so as to assess the changes in student learning. In addition, the outcomes from the pilots in increasing accessibility (target 3.2) will be used by the Ministry to determine what incentives can be incorporated into the system once the pilots have ended.

5. Monitoring and Evaluation Issues

Table 15, Strategic Objective 3: Next Steps, provides a brief review of the actions which the Mission needs to take for performance monitoring of this strategic objective. Now that the CRT is in place, measurement at the Strategic Objective level will occur annually. All other indicators are set in place and will be routinely monitored. No special expenditures are anticipated for program monitoring.

Project level monitoring feeds directly into the API process. A Project Management Unit (PMU) in the Ministry of Education is to be established and charged with project-level monitoring. The PREP measurement and evaluation unit has been providing data to the Mission for a few years.

Table 15: Strategic Objective 3: Mission Next Steps

INDICATOR		MISSION NEXT STEPS
	% of children completing P6 who are literate and numerate.	1. After the results from the first CRT are in, determine whether the 1995 target should be revised.
Target 3.1: Improved qualifications of primary school teachers.		
		No further work required.
Target 3.2: Improved access in the North, Upper East and Upper West Regions.		
		No further work required.
Target 3.3: Increased availability of educational material.		
		No further work required.
Target 3.4: Increased management capacity at district level.		
		No further work required.

CHAPTER II. OTHER MONITORING AND EVALUATION ISSUES.

A. Monitoring of Targets of Opportunity

While the API process does not require reporting on targets of opportunity, both of the Mission's targets of opportunity are in areas where Congress has earmarked funds and special reporting is required. For this reason, the Mission decided to include these targets in its performance monitoring system at a lower level.

1. Awareness of HIV/AIDS Risk in Ghana

The HIV/AIDS Target of Opportunity represents a relatively new area of Mission involvement. The prime contractor is currently finalizing the first year work plan for bilateral integrated assistance with family planning, HIV/AIDS and other selected health interventions. Currently, approximately \$10 million of the \$35 million authorized for the Ghana Family Planning and Health Program Project is directed at supporting activities to increase awareness of the AIDS risk in Ghana and to motivate Ghanaians to change their behavior to reduce their risk of HIV/AIDS infection. These funds include approximately \$3.5 million in NPA, \$5 million in project assistance and \$1 to \$1.5 million for the purchase of condoms.

Prior to amending the Ghana Family Planning and Health Project to include authority and resources for HIV/AIDS assistance, the Mission provided some support to the GOG through the centrally-funded AIDSCOM and AIDSTECH projects. The positive experience with this assistance suggested that HIV/AIDS was an important area where USAID had a comparative advantage in providing assistance. The results of a 1991 baseline and 1992 follow-up survey on knowledge, attitudes and practices related to AIDS suggested that an A.I.D.-financed mass media campaign on AIDS was successful in reaching its intended audience, increasing awareness of personal risk and changing reported behavior. The percent of respondents saying anyone could get AIDS increased from 29% to 39% and the percent believing there was a cure for AIDS decreased from 46% to 21%. The percent of fifteen year olds who reported that they were sexually active decreased from 44% to 27% and men interviewed reported an 18% decrease in the number of sexual partners in the last three months. A national laboratory network system is being established to provide accurate diagnostic analysis and generate data needed for epidemiological surveillance.

The Mission's program strategy for this target of opportunity has three elements: further assistance in information, education and communication (IEC) activities directed at both improving knowledge and changing behavior, support for a national system of testing for and reporting on HIV/AIDS prevalence and the procurement and distribution of condoms. The impact of these program elements could be monitored as follows:

1) Increased Awareness of Personal Risk: In the 1993 and 1995 Consumer Surveys, respondents will be asked about their awareness of their own personal risk with questions corresponding to those asked in the AIDSCOM 1991 and 1992 KAP studies. Using either the percentage of respondents replying that anyone can get AIDS or the percentage

responding that there is no cure for AIDS would provide baseline and follow up data for examining the results of various IEC activities.

2) **Reported Behavior Change:** Data on reported behavior parallel to that collected in the AIDSCOM KAP studies will also be collected in the Consumer surveys. This provides further information on the impact of IEC and other motivational activities.

3) **National Reporting on HIV/AIDS Prevalence:** The Mission could use the number of MOH sites reporting at least annually on sero-prevalence to measure progress in improving national testing and reporting on HIV/AIDS prevalence. This is a new activity so that 1992 could serve as the baseline. The MOH plans to collect these data on a regular basis.

4) **Condom Use:** The major FP providers already provide the Mission with FP commodity distribution and sales data by method and year. Therefore, data on condom sales and distribution are already available in the Mission. This provides trend data on condom use.

2. Natural Resource Conservation and Historic Preservation Project

The purpose of this project is to help Ghana protect and preserve two of its most important national assets: its natural resources and world class historical buildings. In reviewing project documentation, it is evident that a serious monitoring and evaluation plan has not been developed. However, according to the project rationale and description, this activity will be difficult to track. Measurable gains in the tourism industry and generated income will be marginal at best and not necessarily appropriate measures of performance for this type of project. It is recommended that the Mission establish a more relevant evaluation and monitoring plan which is directly related to conservation (i.e., square kilometers of tropical rain forest preserved, rate of degradation of park resources, changes in animal populations, etc.). It is also recommended that the Mission consider measuring progress toward financial mechanisms which will enable the project to become self-sufficient.

B. Other Mission Reporting Issues

Several Mission projects that feed into sub-target levels or that do not fit in the strategy were also examined. This section reports on special concerns that were raised about these projects.

1. Title III Reporting

During the AID/Washington review of Ghana's FY 93 Food for Development Program, it became clear that more stringent reporting requirements will be necessary in the near-term to meet the special reporting requirements of A.I.D.'s Bureau For Food And Humanitarian Assistance (FHA). Specifically, FHA requires data which can be used to report to congress on the progress individual A.I.D.-assisted countries are making in meeting food security concerns. Since Title III Programs are justified to Congress on the basis of food security, it

is the responsibility of each mission to ensure that adequate reporting on their Title III Programs is consistent with FHA's mandate.

As articulated in the Food For Development Program, USAID/Ghana is implementing an export promotion strategy that will enable the country to import food without incurring short-term, high cost international debt. For Ghana, future food security and the ability to generate foreign exchange earnings are directly correlated. Achieving the program purpose of Ghana's Title III program, through an increase in exports and foreign exchange earnings, will increase both production and GDP per capita resulting in a greater capacity of consumers to purchase food through expanded access.

In regard to reporting on progress in meeting the Mission's objectives under the Title III program, linking program indicators under Target 1.1 to increases in foreign exchange revenues through expanded exports, will strive to meet FHA's reporting requirements. More importantly, by including export oriented farm income in areas served by selected program supported feeder roads, the Mission will be able to demonstrate a link between its (feeder roads) programs, food production and income. Increased income from food production is derived from either Ghanaian consumers or exports. These data together with the total value of NTE's under the Strategic Objective can then be used to analyze the impact of both increased domestic and export earnings on the trade deficit which will ultimately lead to greater food security. This analysis, together with measuring historical against expanded production should be included in the Mission's yearly cable request for food assistance under the multi-year Title III agreement.

2. Human Resource Development Assistance (HRDA)

The Ghana HRDA training plan is an ambitious document which seeks to go beyond the narrow focus of training for training's sake towards a broader and more sustainable impact. It is this impact that should be the focus for monitoring and evaluation.

The goal of the training plan is "to establish Ghana as an effective competitor in regional and international markets." This will occur by encouraging the business sector, the education community, labor and government to work together toward Ghana, Inc., modeled after the successful Japanese effort. The plan envisions that this will require in-plant training, study tours and workshops for exporters, and the strengthening of private sector and training organizations to work collaboratively towards resolving export growth constraints. This further implies that relationships will be developed between the various interest groups and a united front will emerge.

Traditional HRDA monitoring will provide the necessary statistics on numbers of people trained in various areas. However, it does not report on impact. This must be designed into the project from the start. The institutional contractor already has thought about this and would like to include at least some informal monitoring at this level, in turn providing better feedback on what people or groups of people should be trained.

Monitoring the impact of individuals has a number of difficulties -- people move around from job to job, often training in a specific area is not used immediately, the attribution of training

to work place changes is often tenuous. In addition, monitoring on this level will not tell the Mission whether the concept of Ghana, Inc., has been accomplished. For these reasons, a different approach is suggested.

A baseline study should be done on a cross-section of the education, labor, government and private sectors to determine the present set of attitudes and practices toward other sectors and the part that they may play in the Ghanaian economy. Representative types of information to be gathered may include:

- Lines of communications: What type of individuals talk to each other on a daily or weekly basis; who do they consider their colleagues?
- Backward vertical linkages: Do linkages exist between Ghanaian firms for subcontracting and service delivery; do firms share resources that serve mutual benefit?
- Organizational representation: What organizations, if any do they see as speaking for their interests; how well do they work?
- Sector perception: How are other sectors (government, education, labor, private) perceived; how do they perceive organizations representing others' interests?
- Perceptions of ability to fill needs: Do they know what their needs are and what is preventing them from filling those needs; what level of awareness exists of local expertise that can help them; what is their impression of the quality of local expertise?
- Macro-economic understanding: Do they understand the goals of changing the Ghanaian economy toward export production; does the import substitution model still have validity for them; is Ghana, Inc., a reasonable/important goal?

The survey must be carefully designed so that data are collected about attitudes and practices without leading the person interviewed to "correct" answers. By nature the survey may be open-ended and thus the interpretation of the data will be key (and potentially problematic). This will require interviewers who are comfortable with this style of questionnaire and have the ability to analyze the results.

The development of the survey will assist in the identification of indicators for monitoring the HRDA plan. The results of the survey should be able to identify a list of attitudes and practices that need to be changed for the project to succeed. With this information, interventions can be designed and tested at appropriate intervals.

The answers to the baseline and follow-up surveys at mid-project and at project completion could provide information on any changes in attitudes and practices and Mission success in attaining the training goals. More importantly, these data could provide feedback to HRDA and TIP program managers on directions for future interventions.